



**STATE ROUTE 261**  
**TRANSPORTATION CONCEPT REPORT**  
**District 12**



The Transportation Concept Report (TCR) is Caltrans' long range planning document for each State Highway Route. The TCR provides information regarding route segments, including planned projects and route development concepts for the next 20 years, and existing and forecasted traffic data. Projects identified in the TCR will require environmental and engineering studies before final approval and are subject to change.

**California Department of Transportation**  
Caltrans Improves Mobility Across California

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**TRANSPORTATION CONCEPT REPORT**  
**STATE ROUTE 261**  
**EASTERN TRANSPORTATION CORRIDOR**  
**12-ORA PM 0.00/6.21**

**ABOUT THE TRANSPORTATION CONCEPT**

System Planning is Caltrans long-range transportation planning program. The System Planning process fulfills Caltrans' statutory responsibility as owner/operator of the State Highway System (SHS) as it identifies deficiencies and needed highway improvements (Gov. Code §65086). Through long-term System Planning, the department focuses on maximizing total system benefits and on developing a system that meets Caltrans' goals of safety, mobility, delivery, stewardship, and service.

The System Planning process is primarily composed of four parts: the District System Management Plan (DSMP), the Transportation Concept Report (TCR), the Corridor System Management Plan (CSMP), and the Transportation System Development Plan (TSDP). The **DSMP** provides the goals for the development of the SHS within the whole District, the **TCR** develops the vision for the future development of each route in a District, the **CSMP** develops the vision for the future development of those routes which will require active management using strong partnerships with stakeholders, and the **TSDP** identifies all of the improvements needed within a District to achieve that vision.

**TCR Need, Purpose, and Goals**

California needs long range planning documents to guide the logical and predictable development of transportation systems as required by law and as necessitated by public, stakeholder and system user needs. There is a **need** for a focused planning document for each highway route and its corresponding transportation corridor in the state.

The **purpose** of the TCR is to evaluate current and projected conditions along the route and communicate the vision for the development of each route in each Caltrans District during a 20-25 year planning horizon, and will be updated approximately every five years. The TCR is developed with the **goals** of improving mobility, increasing safety, providing excellent stewardship, and meeting community and environmental needs along the corridor through integrated management of the transportation network, including the highway, transit, pedestrian, bicycle, freight, operational improvements and travel demand management components of the corridor.

**EXECUTIVE SUMMARY**  
**STATE ROUTE 261**  
**EASTERN TRANSPORTATION CORRIDOR**  
**12-ORA PM 0.00/6.21**

**STATE ROUTE 261**

State Route 261 (SR 261) is a tolled highway facility which provides access to and between the employment centers in the Cities of Irvine, Newport Beach and Tustin, and the residential communities located in the foothills of Orange County. The average daily traffic ranges from 30,000 to 41,000 vehicle trips. Travelers experience congestion during the week in the AM peak period at the southern end of the route, which merges onto and from Jamboree Road. However, congestion rarely occurs on weekends.

**ROUTE CONCEPT**

The Route Concept delineates the minimum accessible future operating condition for a highway facility expressed in terms of Level of Service. The Route Concept for SR 261 is to maintain a Level of Service "C" on the entirety of the toll facility.

**CONCEPT RATIONALE**

The concept rationale details why a specific Route Concept was assigned to a specific route considering geometric, right-of-way, environmental and fiscal constraints. SR 261 serves the employment centers within the cities of Irvine, Newport Beach and Tustin, with connections to Jamboree Road. The utility of SR 261 is the seamless connection between (SR 241) and employment centers in Tustin, Irvine and Newport Beach via Jamboree allowing motorists to enter and leave the area faster than they would otherwise be able to using a non-toll facility.

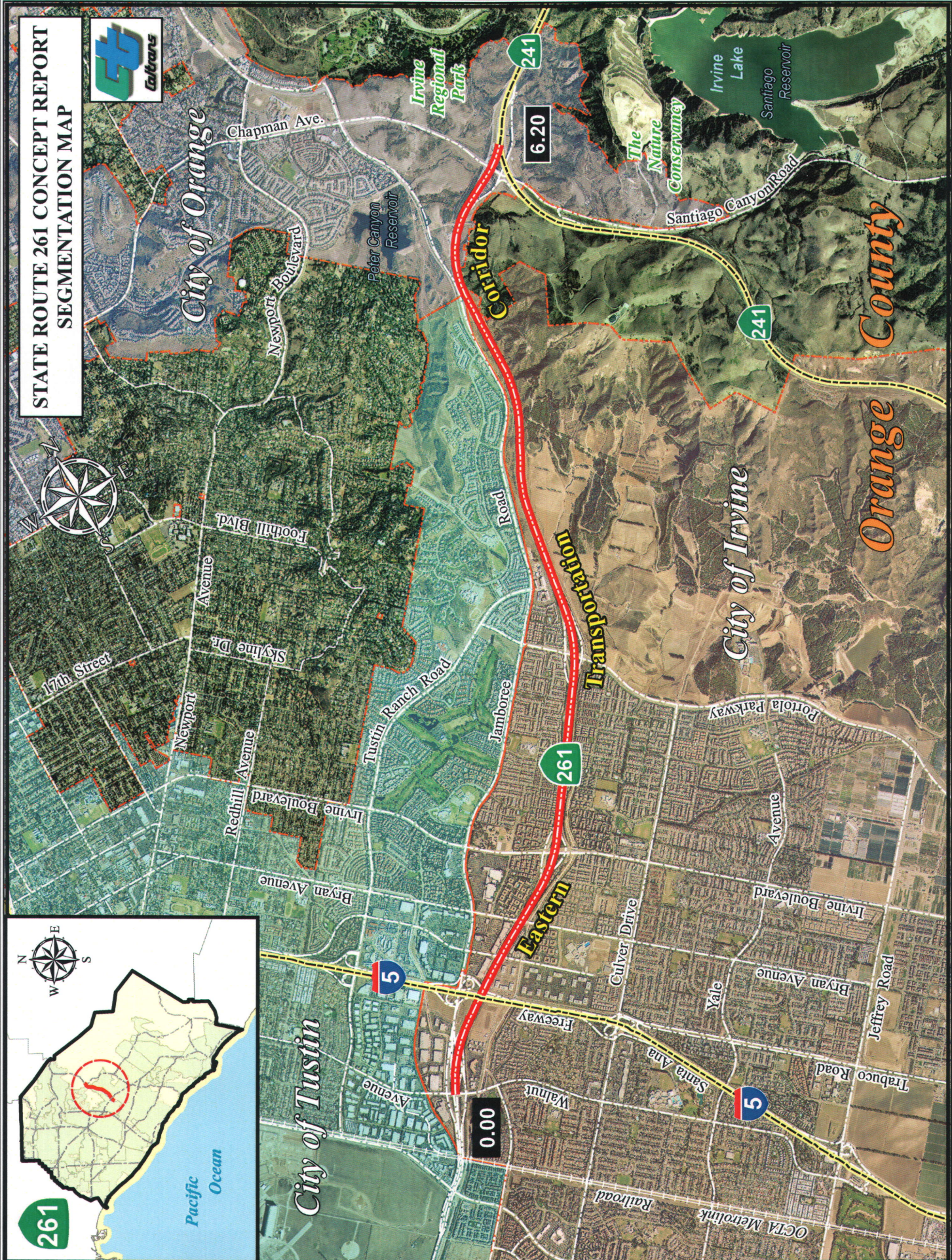
The Level of Service "C" (45+ MPH) standard for SR 261 and other toll facilities is assigned to encourage motorists to use the toll facility instead of a non-toll facility, where the Level of Service may be significantly worse during peak hours.

**LOS SUMMARY TABLE**

Seg	Postmile	Limits	Jurisdiction	2009 Existing # Lanes LOS	2035 No Build # Lanes LOS	2035 Concept # Lanes LOS
1	0.00-6.21	Walnut Avenue to SR 241	Irvine, Tustin, Orange, County	4 lanes C	4 lanes C	4 lanes C



STATE ROUTE 261 CONCEPT REPORT  
SEGMENTATION MAP





**TRANSPORTATION CONCEPT REPORT**  
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## **ROUTE DESCRIPTION**

SR 261 is the western leg of the “Eastern Transportation Corridor,” along with State Route 133 and State Route 241. State Route 261 is a four lane toll highway with a wide median and shoulders in each direction throughout much of the corridor, which begins at the intersection of Jamboree Road and Walnut Avenue, immediately west of the Interstate 5/Jamboree Road intersection. SR 261 continues northerly and terminates at the junction with State Route 241 (SR 241). From this junction, the northern leg of the Eastern Transportation Corridor continues north along SR 241 and terminates at State Route 91 (SR 91). The southern leg terminates at the Oso Parkway Interchange in Rancho Santa Margarita.

The entire length of SR 261 operates as a toll facility, and is functionally classified as a toll road and is included in the California Freeway and Expressway System. Control of SR 261 is scheduled to be turned over to Caltrans on January 1, 2040.

Originally planned as a freeway between State Route 73 (SR 73) and Walnut Avenue, Jamboree Road has limited access in some areas and controlled access with grade separations at SR 73, Interstate 405, and Edinger Avenue intersections. At the northbound intersection with Walnut Avenue, motorists can choose to remain on Jamboree Road or enter onto SR 261. Motorists cannot directly access SR 261 from Interstate 5. Jamboree Road has remained a surface arterial with six to ten lanes through Newport Beach, Irvine, and Tustin. East of Walnut Avenue (northbound), SR 261 and Jamboree Road run parallel to each other.

Motorists must pay a toll when entering or exiting the highway or passing through a toll plaza, using either cash or a “FasTrak” transponder. FasTrak is an electronic toll-collection system used on tollways in California that allows drivers to drive through designated “FasTrak Only” lanes without stopping. The toll is automatically deducted from a prepaid TCA FasTrak account.

There is only one mainline toll plaza on State Route 261, the Irvine Ranch Toll Plaza, which is located between Portola Parkway and Irvine Boulevard in each direction. Northbound State Route 261 begins at the transition to Jamboree Road and channels motorists to merge to the right to continue on Jamboree Road or Walnut Avenue, while motorists opting to access SR 261 can do so via the left three lanes. SR 261 does not have a direct connection to Interstate 5. Access to Interstate 5 is provided via Jamboree Road or nearby arterials, such as Tustin Ranch Road or Culver Drive.

The northbound configuration changes from three lanes to two lanes passing under Interstate 5, and changes back from two lanes to three lanes immediately after Irvine Boulevard. Before the approach for the toll plaza, cash paying toll customers are to merge into the right two lanes, while FasTrak customers are to continue in the left two lanes. The middle northbound lane can go left towards the FasTrak, or right towards the cash facility. Past the northbound Irvine Ranch Toll Plaza, the configuration remains at three lanes until after the interchange with Santiago Canyon Road/Chapman Avenue, and southbound State Route 241 (P.M. 6.04).

## **HISTORY**

In 1981, the Orange County Transit District’s (now known as Orange County Transportation Authority) Master Plan of Arterial Highways included future routes SR 241 and SR 261. The Transportation Corridor Agencies (TCA) are a combination of two agencies formed in 1986 (Foothill/Eastern Transportation Corridor Agency and San Joaquin Hills Transportation Corridor Agency) to plan, design, construct and operate the toll roads.



In 1991, Senate Bill (SB) 732, Chapter 775 defined State Route 261 as starting at "Route 5 near the border of the Cities of Tustin and Irvine to Route 231," using a routing transferred from former SR 231.

In 1996, Chapter 1154 of the California Streets and Highways Code shifted the western end of SR 261 to "Walnut Avenue in the City of Irvine" (intersection of Walnut Avenue and Jamboree Road); effectively switching designations with SR 133. It also changed the terminus to reflect the renumbering of SR 231 to SR 241: "Walnut Avenue in the City of Irvine to Route 241." SR 261 was developed as part of the "Eastern Transportation Corridor," a toll road that is part of the Transportation Corridor Agency toll roads in Orange County.

In 1998, construction was completed on SR 261 and the road was opened to vehicular traffic.

## **MASTER PLAN OF ARTERIAL HIGHWAYS**

The Master Plan of Arterial Highways (MPAH) was first adopted by the County in 1956. The MPAH was formerly a part of the County of Orange Advance Planning Program (General Plan) Transportation Element, with administration by the Orange County Environmental Management Agency (OCEMA) Transportation Planning Division. The County has been responsible for the MPAH since the 1950s. The MPAH became the cornerstone of the first County Circulation Element initially adopted on August 6, 1974, by the Orange County Board of Supervisors. Since that time, the MPAH has been amended on a regular basis, generally in response to land use policy changes within both incorporated and unincorporated areas of the County. These policy changes are reviewed for impacts on the arterial highway system in order to maintain a balance between the land use and transportation plans. The MPAH has often been looked to as a model of coordinated planning, requiring the cities of Orange County to work cooperatively with the County in implementing a regional transportation system. The MPAH map is a critical element of the overall transportation planning in Orange County because it defines a countywide circulation system in response to existing and planned land uses. See Appendix F.

## **TOLL ROADS IN ORANGE COUNTY**

Studies conducted during the 1970s identified several new corridors needed to serve Orange County's booming population. Roughly sketched into county road plans by 1981, the future San Joaquin Hills, Foothill and Eastern Corridors were identified to meet this future traffic demand. Funding to construct these new facilities through traditional means did not materialize. The concept of charging tolls for the proposed roads first materialized in 1984 and in 1986, when two joint powers agencies were created – the Foothill/Eastern Transportation Corridor Agency and the San Joaquin Hills Transportation Corridor Agency to manage financing, construction and operations of the three new toll facilities. Although each agency is separate, the two joint powers agencies are often referred to as the TCA. In 1987, Senate Bill 1413 passed, giving TCA the authority to construct new roads as toll facilities and issue bonds backed by future toll revenues and development impact fees.

The Transportation Corridor Agency's current 51 centerline miles of toll roads expanded from the initial segment of the Foothill Corridor that was opened in 1993. Sixteen miles of the 67-mile system remain to be constructed, comprising the Foothill Corridor-South, the southerly extension of State Route 241 from its current terminus at Oso Parkway to the junction with I-5. Once segments become operational, various roadway expansions and improvement projects are required to keep pace with increasing traffic demands and changing conditions, land uses and demographics. These improvements, which comprise the Capital Improvement Plan (CIP), are all components of the total ultimate buildout of the Toll Road Corridors as envisioned in the respective environmental documentation for each. The Ultimate Corridors will provide three or four mixed flow traffic lanes plus one HOV (High Occupancy Vehicle) lane in each direction. The CIP was first developed in the late 1990's and identified the complete list of projects



required to attain ultimate build-out of the system. The CIPs have since been updated annually and subdivided into several project categories defined as Near-Term, Mid-Term, Long-Term, and Completed Capital Projects.

On each toll facility, there are two types of locations to pay the tolls – at the ramps (as you enter or exit the road) and at mainline toll plazas. Drivers can pay with cash to a toll collector or at an automatic coin machine or with FasTrak. For the automatic coin machines, drivers must pay with exact change and continue after seeing a green light signal. Ramp toll rates range from \$0.55 to \$2.50. On the 73 Toll Road, rates vary from \$3.95 to \$5.75, depending on the method of payment and the time of day. On the 133, 241, and 261 Toll Roads, toll rates vary from \$1.30 to \$3.00, depending on the method of payment and the time of day.

Though the TCA operates the toll collection system, Caltrans is responsible for implementing safety measures, maintenance, and operation of the toll facilities. The California Highway Patrol is in charge for any accident enforcements on all of the toll facilities.

## **LAND USE**

Orange County encompasses 790 square miles and has a population of approximately 3 million people. For transportation planning purposes, Orange County is considered to be a fully urbanized county. The county is a continuation of the greater Los Angeles metropolitan area with the Pacific Ocean to the west, the Cleveland National Forest to the east, and Camp Pendleton Marine Corps Base to the south. The majority of the land in the County, not within or adjacent to the boundaries of the national forest, is developed. The primary land use is residential with pockets of retail commercial, light industrial, and professional office space. Industrial and commercial uses usually border freeways and major arterials.

State Route 261 is 6.21 miles long and is located entirely in Orange County, and Caltrans District 12. The entire route (P.M. 0.0-6.21) serves the residential areas of Irvine, Tustin, and Orange, as well as the job centers near John Wayne Airport. This area is the location of many large employers in Orange County, particularly in the Irvine Business Complex, as well as neighboring Newport Beach, Santa Ana, and Costa Mesa.

In addition to the employment centers, State Route 261 serves several commercial and recreational centers as well. The decommissioned Marine Corps Air Station (MCAS) Tustin, which closed on July 2<sup>nd</sup> 1999, is currently undergoing redevelopment. A commercial center named “The District at Tustin Legacy” now exists on the former base, and future plans for the base call for a combination of residential, commercial, educational, and public recreational and open-space uses.

The land uses along the SR 261 corridor are primarily residential, especially east of Interstate 5. Towards the southern end of SR 261, there are industrial areas as well as a Metrolink commuter rail station, and a retail shopping center (The Legacy at Tustin). Much of the area surrounding the corridor has been developed, although there is a portion of land which was part of the former MCAS Tustin that has yet to be redeveloped.

Two large commercial areas (Tustin Marketplace and Irvine Marketplace) exist along the SR 261 corridor between Walnut Avenue and Irvine Boulevard, and between Portola Parkway and SR 241 there is a large area of open space bordering the southbound side of the SR 261 corridor. This open space has been designated as such by the Irvine Company, and is currently used to grow various citrus and avocado trees. Peters Canyon Regional Park and Reservoir are located adjacent to the northbound side of SR 261, with access provided via Portola Parkway and Santiago Canyon Road. Irvine Lake and Irvine Regional Park are located immediately after the intersection with SR 241, and can be accessed via Santiago Canyon Road.



## **PARALLEL ALTERNATE FACILITIES**

State Route 261 runs in a Southwest-Northeast direction, while many of the intersecting arterials are part of a grid system oriented North-South, East-West. The nearest existing parallel highways of significance are I-5, which traverses Orange County from the San Diego County Line near San Clemente to the Los Angeles County Line near Buena Park, SR 55, which runs from SR 1 (Pacific Coast Highway) in Newport Beach to SR 91 in Anaheim, and SR 133 which runs from SR 1 in Laguna Beach to SR 241 in Irvine.

There are numerous arterial roads that run parallel to SR 261. OCTA's Master Plan of Arterial Highways classifies roads based on the amount of traffic the facility can accommodate. Roads classified as a Principal Arterial are typically 8-lane divided roadways, while Major Arterials have 6-lane divided roadways, Primary Arterials have 4-lane divided roadways, and Secondary Roads have 4-lane undivided roadways. The major arterials that run parallel to SR 261 are Jamboree Road, Culver Drive and Tustin Ranch Road. The nearest primary arterial parallel to SR 261 is Harvard Avenue.

## **TRANSIT SERVICE**

### **Bus**

The Orange County Transportation Authority (OCTA) operates 76 fixed route bus lines, encompassing every city in Orange County and operates lines providing service to the Los Angeles County communities of Lakewood, La Mirada, Cerritos, Hawaiian Gardens and Long Beach along with express service to Los Angeles, Diamond Bar, the San Bernardino County cities of Chino Hills and Chino and the Riverside County cities of Riverside and Corona.

OCTA runs several bus routes that also pass through the SR 261 corridor along several highways and arterials: Route 66 which runs along Walnut Avenue from Irvine to Huntington Beach, Route 758 which runs from Chino to the Irvine Spectrum via SR 57 and I-5, Route 167 which runs from Anaheim to Irvine via Bryan Avenue, Route 79 which runs from Tustin to Newport Beach via Irvine Boulevard, Route 83 which runs from Anaheim to Laguna Hills via I-5 and Main Street, and Route 206 which runs from Santa Ana to Lake Forest via I-5.

The City of Irvine runs a bus service named the "iShuttle", which runs from the Tustin Metrolink Station to the Irvine Business Complex via Jamboree Road. See Table 1.3 (Appendix F).

### **Rail**

Metrolink, operated by the Southern California Regional Rail Authority (SCRRA) along with AMTRAK operated by Caltrans, are the intercity rail service providers in Orange County. Metrolink is a coordinated effort, made possible by the Los Angeles County Metropolitan Transportation Authority (Metro), OCTA, the Riverside County Transportation Commission, San Bernardino Associated Governments and the Ventura County Transportation Commission. In 1991, the SCRRA, a Joint Powers Authority (JPA), consisting of the five county transportation planning agencies listed above, was formed to develop a regional transit service to reduce the congestion on highways and improve mobility throughout the Southern California region. Metrolink began operations in October 1992.

Today, in its 19th year of operation, Metrolink continues to provide the people of Southern California a safe, reliable and environmentally friendly commute option. What began with three lines of service, 12 stations and a little over 5,000 daily passengers has grown to seven lines, 55 stations and 40,000 passengers per day.



Orange County is served by three Metrolink lines. The Orange County Line provides daily service between Oceanside, in Northern San Diego County and Union Station in Downtown Los Angeles. The Orange County Line roughly parallels Interstate 5 and intersects with Jamboree Road west of Walnut Avenue. AMTRAK also provides complementing service along the Orange County Line connecting Downtown San Diego with Downtown Los Angeles via the Pacific Surfliner. The 91 Line and Inland Empire – Orange County Lines provide service between Oceanside and Riverside/San Bernardino. Orange County Metrolink Stations are located at San Clemente, San Juan Capistrano, Laguna Niguel/Mission Viejo, Irvine, Tustin, Orange, Santa Ana, Anaheim, Buena Park, Fullerton and Anaheim Hills. The Tustin Metrolink station provides service to the area surrounding SR 261. See Table 1.3 (Appendix F).

## **BICYCLE FACILITIES**

There are currently more than 1000 miles of bikeways in Orange County, with roughly another 700 miles that have been planned. The Department coordinates with local and regional agencies to plan, implement and maintain bikeways in those areas where they are allowed on State Right of Way. There are several bicycle facilities adjacent to SR 261, including the Harvard Trail, and the Peters Canyon Trail, which combined, roughly parallel Jamboree Road/SR 261 from SR 73 to Peters Canyon Regional Park near the junction of SR 241 and SR 261.

The Harvard Trail and the Peters Canyon Trail are designated Class 1 bicycle facilities. The Harvard trail runs adjacent to Harvard Avenue from Barranca Parkway to the railroad tracks just south of Walnut Avenue. The Peters Canyon Trail runs parallel and adjacent to the Peters Canyon Wash on the east side of SR 261 and continues parallel to Portola Parkway where it joins Class II bike lanes on Portola Parkway. At Bryan Avenue, the West Irvine Trail begins to run parallel to the west side of SR 261 until it reaches Irvine Boulevard. At Irvine Boulevard the trail moves west over to Jamboree Road, moving toward Peters Canyon Regional Park. The other bikeways adjacent to SR 261 are designated Class II facilities. These include Tustin Ranch Road, Culver Drive, and Jamboree Road and Harvard Avenue.

There are a variety of infrastructure improvements that support bicycling for both commuting and for recreational uses. These include bike provisions at intersections, roadway improvements to reduce bike/vehicular conflicts, lighting, bike parking areas and racks, bike lockers, showers and lockers at employment centers, bike storage areas on Metrolink trains, and bike racks on buses. See Table 1.1 (Appendix B).

Class I – off-street paved bike paths - Off-street paths are facilities on a separate right-of-way from roadways, and are usually shared by bicyclists and pedestrians. Shared paths should not be used as high-speed bikeways, as the safety of the other non-motorized users must be considered.

Class II – on-road striped and signed bicycle lanes - Bicycle lanes are on-street facilities that use painted stripes and stencils to delineate the right of way assigned to bicyclists and motorists, and to provide for more predictable movements by each.

Class III – on-road shared-lane signed bicycle routes - Bicycle routes are signed on-street facilities that accommodate vehicles and bicycles in the same travel lane. Bicycles are permitted on most roadways; however, for safety purposes, signed bicycle routes are often found on streets with lower speeds and traffic volumes.



## **PARK AND RIDE TRANSPORTATION CENTERS**

The Park and Ride program is an integral operational element of the State Highway System, not just in Orange County, but throughout the region. Park and Ride lots encourage car, vanpool and transit ridesharing at the point of departure in order to reduce congestion and improve air quality.

Currently there is one State Park and Ride lot in the vicinity of SR 261 in Orange County. This facility is located at the intersection of Interstate 5 and Jeffrey Road in the City of Irvine. It has 225 spaces dedicated full time for transportation purposes. The usage of this lot is at 99 percent of its capacity, which makes this the second-most used State Park and Ride facility in the County. There have been preliminary discussions between Caltrans, OCTA and the City of Irvine to expand the Park and Ride facility to the corner of Walnut Avenue and Jeffrey Road, using the adjacent vacant parcel of land. See Appendix G.

## **CONTEXT SENSITIVE SOLUTIONS**

Caltrans' Director's Policy Number 22 (2001) requires the Department to use "Context Sensitive Solutions" as an approach to plan, design, construct, maintain and operate its transportation system. These solutions use innovative and inclusive approaches that integrate and balance community, aesthetic, historic and environmental values with transportation safety, maintenance and performance goals. Context sensitive solutions are reached through a collaborative, interdisciplinary approach involving all stakeholders.

The context of all projects and activities is a key factor in reaching decisions. It is considered for all State transportation and support facilities when defining, developing, and evaluating options. When considering the context, issues such as funding feasibility, maintenance feasibility, traffic demand, impact on alternate routes, impact on safety, and relevant laws, rules, and regulations must be addressed.

<http://www.dot.ca.gov/hq/oppd/context-solution.pdf>

## **COMPLETE STREETS**

Under the guidance of Deputy Directive 64-R1, Caltrans develops integrated multimodal projects in balance with community goals, plans, and values. Addressing the safety and mobility needs of bicyclists, pedestrians, and transit users in all projects, is implicit in these objectives. Bicycle, pedestrian, and transit travel is facilitated by creating "complete streets" beginning early in system planning and continuing through project delivery, maintenance, and operations. Transit options, Park and Ride locations, and safe pedestrian crossings are some examples of efforts to meet these goals. Bicycle riders and pedestrians have a legal right to access most public roads in California as specified in California Vehicle Code (CVC) (Sections 21200-21212), and Streets and Highways Code (Sections 890 – 894.2). Bicyclists, pedestrians, and non-motorized traffic are permitted on all State facilities, unless prohibited (CVC, section 21960).

The safety and mobility needs of all who have legal access to the transportation system must be addressed including requirements under the Americans With Disabilities Act of 1990 (ADA).

[http://www.dot.ca.gov/hq/tpp/offices/ocp/complete\\_streets\\_files/dd\\_64\\_r1\\_signed.pdf](http://www.dot.ca.gov/hq/tpp/offices/ocp/complete_streets_files/dd_64_r1_signed.pdf)

## **CLIMATE ACTION PROGRAM**

Assembly Bill (AB) 32 (California Global Warming Solutions Act of 2006) requires the reduction of greenhouse gas (GHG) emissions to 1990 levels by 2020. Executive Order S-17-06 directs State agencies to begin implementing AB 32 and the recommendations coming from the Climate Action Team (CAT). As a member of the CAT, Caltrans' Climate Action Program promotes clean and energy efficient transportation and provides guidance for mainstreaming energy and climate change issues into its



business operations. The framework for this is provided by the Director's Policy 23 (Energy, Efficiency and Conservation) which is intended to implement a comprehensive, long-term departmental energy policy.

Caltrans' Climate Action Program is the result of a collaborative effort working with the various divisions and districts within Caltrans as well as the California Air Resources Board and the CAT to analyze and formulate transportation strategies that provide GHG reductions. The Department's Climate Action Program outlines transportation strategies consistent with the Governor's Strategic Growth Plan that contribute to GHG emission reduction and greening goals in the State.

Governor's Executive Order (EO) S-13-08 signed in November 2008 directs State agencies planning construction projects in areas vulnerable to sea level rise to begin planning for potential impacts by considering a range of sea level rise scenarios for the years 2050 and 2100.

## **LOCAL DEVELOPMENT / INTERGOVERNMENTAL REVIEW (LD/IGR)**

Caltrans District 12 Local Development / Intergovernmental Review (LD/IGR) staff review proposals for federal, state, and local planning development activities that have the potential to impact State transportation facilities or other resources under Caltrans' jurisdiction, such as drainage facilities, and to recommend conditions of project approval that eliminate those impacts or reduce them to a level of insignificance. Typically, this involves the review of development proposals in which Caltrans is either a responsible (permitting) or commenting (reviewing) agency, but has no discretionary approval power over the project other than permit authority. LD /IGR staff work cooperatively with local lead agencies and developers in determining the type and level of mitigation needed to offset project impacts. They are also responsible for identifying other functional areas within District 12 that are affected by the proposal, and coordinating the circulation of appropriate documents with other functional areas for review and comment. For more information visit: [http://www.dot.ca.gov/hq/tpp/offices/ocp/igr\\_ceqa\\_files/DD-25-R1\\_final.pdf](http://www.dot.ca.gov/hq/tpp/offices/ocp/igr_ceqa_files/DD-25-R1_final.pdf)

## **FUTURE PROJECTS**

### **State Route 261 Drainage Retrofit**

As part of the construction of SR 261, a groundwater collection system was installed. The system was necessary to lower the water table to below the roadway grade from Walnut Avenue to Irvine Boulevard. TCA installed a de-nitrification plant to remove the high concentrations of nitrates from the collected groundwater and then discharge the treated water directly into the Peters Canyon Wash. The de-nitrification plant was operational when the roadway opened in 1999. Due to new standards established by the United States Environmental Protection Agency (EPA) for selenium in San Diego Creek and Newport Bay, the de-nitrification plant now cannot be used to treat and discharge water into Peters Canyon Wash. The alternative has been to pipe the treated water to the Orange County Sanitation District (OCSD) facility in Fountain Valley for additional treatment at substantial cost to Caltrans. The pipeline used for this conveyance was not designed for these additional flows and the Irvine Ranch Water District (IRWD) now needs the capacity to meet other demands.

A Project Study Report evaluating various solutions is currently being developed by IRWD in coordination with TCA and Caltrans. Following the determination of a preferred alternative and upon reaching an agreement regarding the various agencies' responsibilities and funding sources, the necessary environmental clearances and design/construction can commence.



The project will satisfy regional needs, including eliminating substantial servicing fees that could be used on regional transportation programs, freeing up capacity for the IRWD pipeline at the OCSD Fountain Valley Treatment facility, and allowing for the ability of IRWD to treat and reuse the groundwater in the immediate area of SR 261. However, the funding sources for this project have yet to be determined and there is no agreement between Caltrans, TCA and IRWD on the preferred project alternative or cost allocation.

### **State Route 241/261 East Orange Interchange**

The project involves the design and construction of improvements along the Eastern Transportation Corridor at the SR 241/261 interchange in East Orange. This interchange was included in the Ultimate Corridor preliminary plans and environmental documentation, but was deferred to a later date for design and construction. Implementation is proposed to occur during development of the adjacent land. This interchange will be designed and constructed by The Irvine Company in conjunction with the proposed Santiago Hills Phase 2 Residential Development.

### **State Route 91/241 Connector**

The project consists of providing a single lane direct connector in each direction between SR 91 express lanes and SR 241. The connector between the two toll facilities is an integral component of the Eastern Transportation Corridor. Traffic on SR 91 east of SR 241 greatly exceeds the capacity of the existing roadway during extended peak hours and many improvements have been proposed to alleviate this congestion. The project will close the current toll system gap by connecting SR 241 with the SR 91 Express Lanes to and from the east.

### **State Route 241 South Extension**

The project consists of completing the final 16 centerline miles of the Transportation Corridor system by constructing a new roadway comprised of two mixed flow lanes in each direction plus auxiliary lanes, and climbing lanes from Interstate 5 in San Diego County and the present southerly limit of SR 241 at Oso Parkway. The project is proposed to provide improvements to the Orange County network infrastructure system to alleviate future traffic congestion and accommodate the need for mobility, access, goods movement and future traffic demands on I-5 and the arterial network in southern Orange County.

## **ROUTE CONCEPT**

The Route Concept delineates the minimum accessible future operating condition for a highway facility expressed in terms of Level of Service. The Route Concept for SR 261 is to maintain a Level of Service "C" on the entirety of the toll facility.

## **CONCEPT RATIONALE**

The concept rationale details why a specific Route Concept was assigned to a specific route considering geometric, right-of-way, environmental and fiscal constraints. SR 261 serves the employment centers within the cities of Irvine, Newport Beach and Tustin, with connections to Jamboree Road. The utility of SR 261 is the seamless connection between (SR 241) and employment centers in Tustin, Irvine and Newport Beach via Jamboree allowing motorists to enter and leave the area faster than they would otherwise be able to using a non-toll facility.



The Level of Service "C" (45+ MPH) standard for SR 261 and other toll facilities is assigned to encourage motorists to use the toll facility instead of a non-toll facility, where the Level of Service may be significantly worse during peak hours.

TCA is responsible for setting the pricing on the toll facility and Maintaining a Level of Service "C".

## **INTERNAL AND EXTERNAL COODINATION**

As part of the development of the TCR, the Department has coordinated with the various jurisdictions located along the SR 261 corridor, including the Cities of Irvine and Tustin, as well as the County of Orange, TCA and OCTA. After a period of review and comment, written comments were received from each city as well as OCTA and TCA. Comments were incorporated into the final report and supplemental information provided by internal and external partners was added. Much of the supplemental information was derived from internal documents from the Divisions of Maintenance, Project Development, Programming, Traffic Operations, and Travel Forecasting Unit, and external documents from the Orange County Environmental Management Agency (OCEMA), OCTA, and the Southern California Association of Governments (SCAG). The Right of Way Branch declined to participate in the production of this report.



## Segment 1 ~ PM 0.00 – 6.21



SR 261 is the western leg of the Eastern Transportation Corridor (ETC). The other legs of the ETC are the SR 133 east of I-405, and SR 241 north of SR 133. SR 261 is a four lane toll highway with a wide median and shoulders in each direction throughout much of the corridor, although certain areas have varied characteristics.

There is only one mainline toll plaza on State Route 261, the Irvine Ranch Toll Plaza, which is located between Portola Parkway and Irvine Boulevard in each direction. Northbound State Route 261 begins at the transition to Jamboree Road and channels motorists to merge to the right to continue on Jamboree Road or Walnut Avenue, while motorists opting to access SR 261 can do so via the left three lanes. SR 261 does not have a direct connection to Interstate 5. Access to Interstate 5 is provided via Jamboree Road or nearby arterials, such as Tustin Ranch Road or Culver Drive.

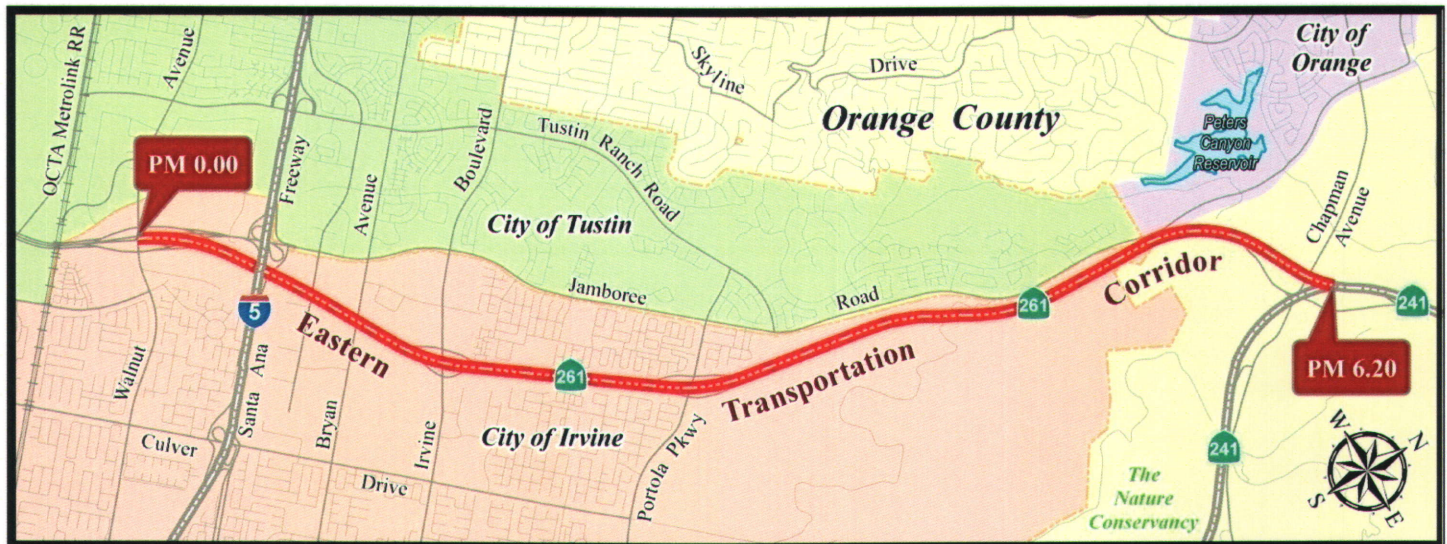
The northbound configuration changes from three lanes to two lanes passing under Interstate 5, and changes back from two lanes to three lanes immediately after Irvine Boulevard. Before the approach for the toll plaza, cash paying toll customers are to merge into the right two lanes, while FasTrak customers are to continue in the left two lanes. The middle northbound lane can go left towards the FasTrak, or right towards the cash facility. Past the northbound Irvine Ranch Toll Plaza, the configuration remains at three lanes until after the interchange with Santiago Canyon Road, Chapman Avenue, and southbound SR 241 (P.M. 6.04).

### Planned and Programmed Highway Improvement Projects

Location	Improvement	Project Type
0.00	State Route 241 South Extension	Bond
0.00-6.21	State Route 261 Drainage Retrofit	N/A
32.29/6.21	State Route 241/261 East Orange Interchange	N/A
38.23	State Route 91/241 Connector	Bond



# Segment 1 ~ PM 0.00 – 6.21



NON-MOTORIZED	REGIONAL RAIL
Harvard and Peters Canyon Class I bicycle trails parallel SR 261. Class II facilities accessible on parallel arterials.	Amtrak Pacific Surfliner and Metrolink Orange County Line serve SR 261 area; nearest stations are Tustin and Irvine.
PARK and RIDE	BUS ROUTES
Nearest facility is the I-5/Jeffrey Rd lot with 225 spaces, approximately 3 miles to the south of SR 261.	OCTA – Route 66 Route 758 Route 79 Route 83 Route 167 Route 206

PHYSICAL CHARACTERISTICS		
Direction	SB	NB
Number of Lanes	2-3	2-3
Lane Widths	12'	12'
Inside Shoulder Type	Paved	Paved
Inside Shoulder Width	5'	5'
Outside Shoulder Type	Paved	Paved
Outside Shoulder Width	10'	10'
Sidewalks	No	No
On-Street Parking	No	No
Median Type	Unpaved	
Median Width	53'	
Terrain	Flat	
Divided / Undivided	Divided	
Posted Speed Limit	65	
Number of Signalized Intersections	0	
Pavement Condition	State 1 – No Distress	

SYSTEM DESIGNATIONS	
State Scenic Highway	No
MPAH Designation	N/A
Federal Designation	Expressway
Local Coastal Program	No

ANNUAL AVERAGE DAILY TRAFFIC (Year)	
Current	40,900
2035	52,352
PEAK HOUR VOLUMES	
Current	6,740
2035	8,602
TRAFFIC PROFILE	
Peak Hour Direction Distribution	(A.M.): South (P.M.): North
Traffic Growth/Year	5.9%
TRUCKS	
Truck Percentage of ADT	2%
Truck Percentage of Peak Hour	1%
LEVEL OF SERVICE	
2008 (Existing)	A*
2035 (No Build)	C*
2035 (Improved)	C
VOLUME/CAPACITY RATIO	
2008 (Existing)	0.56*
2035 (No Build)	0.72*
2035 (Improved)	0.72

\*Derived from HCS 2010 Freeway Module



## APPENDIX



## **Glossary of Acronyms**

AB – Assembly Bill

ADA – Americans with Disabilities Act

CAT – Climate Action Team

CSMP – Corridor System Management Plan

CVC – California Vehicle Code

DSMP – District System Management Plan

EO – Executive Order

GHG – Greenhouse Gas

HMP – Highway Maintenance Project

I – Interstate

LD/IGR – Local Development/Intergovernmental Review

MPAH – Master Plan of Arterial Highways

OCEMA – Orange County Environmental Management Agency

OCTA – Orange County Transportation Authority

PCH – Pacific Coast Highway

PID – Project Initiation Document

SHOPP – State Highway Operations and Protection Programs

SHS – State Highway System

SR – State Route

TCA – Transportation Corridor Agencies

TCR – Transportation Concept Report

TSDP – Transportation System Development Plan

TSM – Transportation System Management



**Appendix B**  
**Table 1.1 ~ Bicycle Facilities on SR 261**

Segment	State Bicycle Facility								Parallel Bicycle Facility			
	Sub-Segment	Post Mile	Location Description	Access Prohibited	Facility Type	Shoulder Width	Facility Description	Posted Speed Limit	Parallel Facility Present	Name	Location Description	Class
1	A	0.00-2.85	Walnut Avenue to Portola Parkway	Yes	None	10'	None	65	Yes	Peters Canyon Trail (east)	Paved off-road facility immediately adjacent to the route	III
	B	0.89-6.21	El Camino Real to SR 241	Yes	None	10'	None	65	Yes	Peters Canyon Trail (west)	Paved off-road facility immediately adjacent to the route	III



**Appendix C**  
**Table 1.2 ~ Pedestrian Facilities on SR 261**

Segment	Sub-Segment	Post mile	Location Description	Access Prohibited	Sidewalk Present	Sidewalk Width	Facility Description	Alternate Facility
1	A	0.00-2.85	Walnut Avenue to Portola Parkway	Yes	No	None	No sidewalks present	Peters Canyon Trail (east)
	B	0.89-6.21	El Camino Real to SR 241	Yes	No	None	No sidewalks present	Peters Canyon Trail (west)
	C	0.00-6.21	Walnut Avenue to SR 241	Yes	No	None	No sidewalks present	Jamboree Road



**Appendix D**  
**Table 1.3 ~ Transit Facilities**

Segment	Mode & Collateral Facility	Name	Route End Points	Stations	
				Locations	Transit Service
1	Rail	Amtrak: Pacific Surfliner	San Diego to San Luis Obispo	Irvine and Santa Ana	Amtrak, Metrolink, and OCTA
		Metrolink: Inland Empire-Orange County	Oceanside to San Bernardino	Tustin, Irvine, and Santa Ana	Metrolink and OCTA
		Metrolink: Orange County	Oceanside to Los Angeles		
	Traditional Bus	OCTA Routes: 66, 79, 83, 167, 206, 758	Irvine to Huntington Beach Chino to Irvine, Anaheim to Irvine Tustin to Newport Beach, Anaheim to Laguna Hills, Santa Ana to Lake Forest	No stops along route	OCTA
		iShuttle Routes: A, B	Tustin Metrolink Station to Irvine Business Complex Tustin Metrolink Station to John Wayne Airport	Jamboree Rd and Alton Pkwy, Main St, Carlson Ave, Dupont Dr, Von Karman Ave.	City of Irvine
			N/A	Irvine and Santa Ana	OCTA
	Park & Ride	I-5 at Jeffrey			



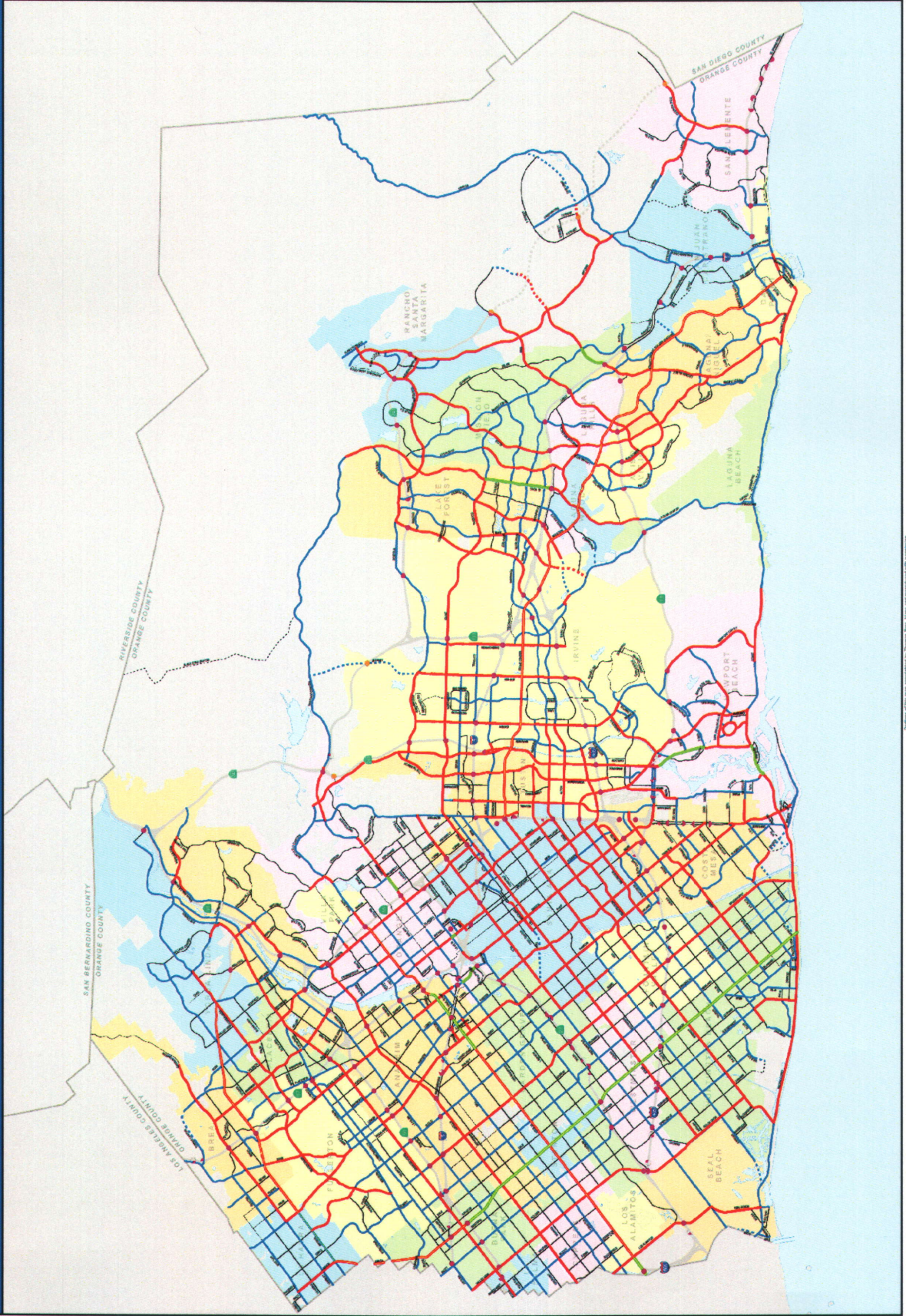
**Appendix E**  
**Table 1.4 ~ SR 1 Environmental Scan**

Segment	Coastal Zone	Cultural Resources	Visual Aesthetics	Geology/ Soils/ Seismic	Floodplain	Hazardous Materials	Air Quality				Noise	Waters and Wetlands	Special Status Species	Habitat Connectivity
							PM			CO				
							Ozone	2.5	10					
1	N/A	Medium	Medium	Low	Medium	Low	High Non-Attainment		Medium Attainment/ Maintenance	Low	Medium	Low	Medium	



# Appendix F

## Master Plan of Arterial Highways





## Appendix G

**-Legend-**

## Park and Ride

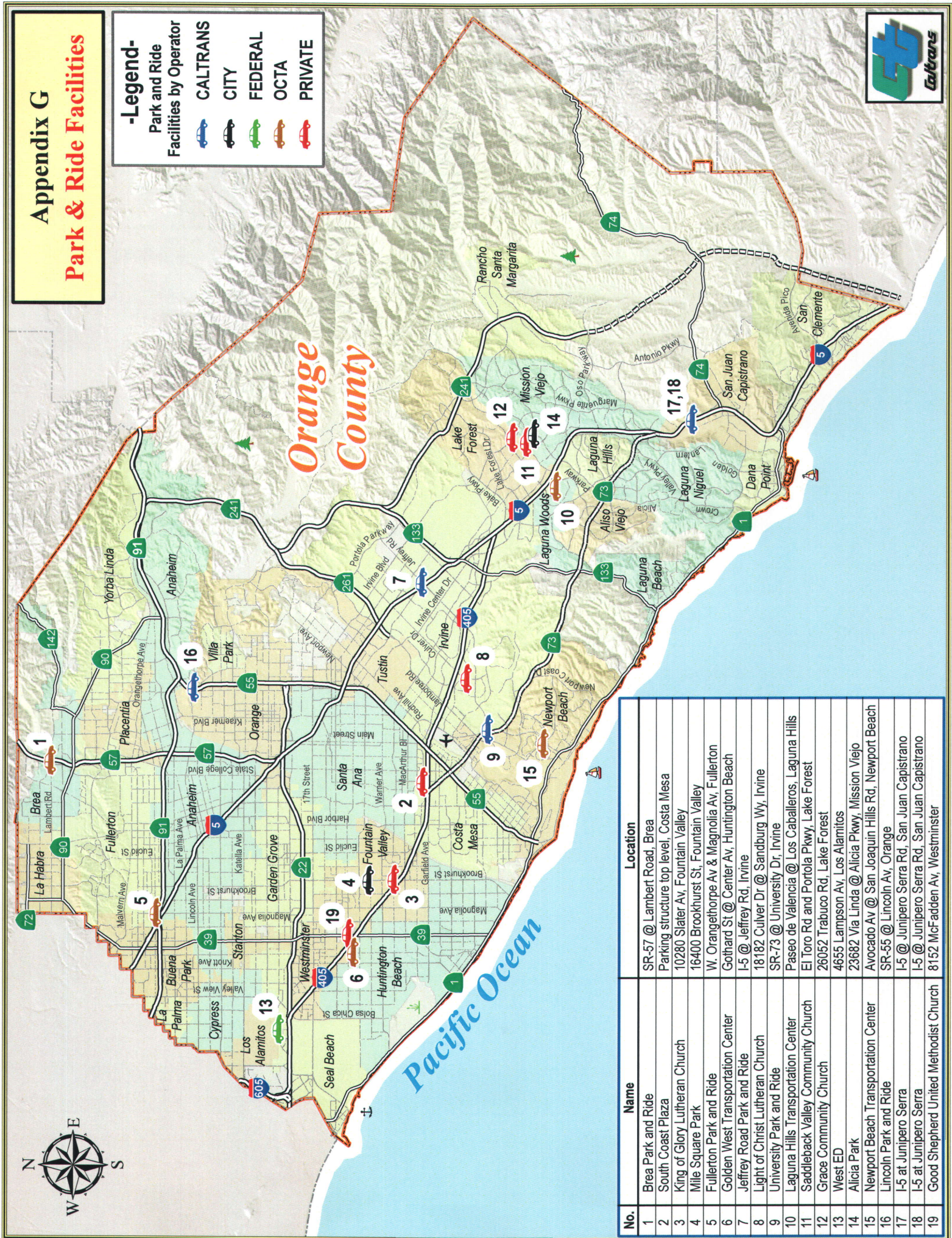
CAITRANS

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**FEDERAL**

OCTA

PRIVAIE



No.	Name	Location
1	Brea Park and Ride	SR-57 @ Lambert Road, Brea
2	South Coast Plaza	Parking structure top level, Costa Mesa
3	King of Glory Lutheran Church	10280 Slater Av, Fountain Valley
4	Mile Square Park	16400 Brookhurst St, Fountain Valley
5	Fullerton Park and Ride	W. Orangehorpe Av & Magnolia Av, Fullerton
6	Golden West Transportation Center	Gothard St @ Center Av, Huntington Beach
7	Jeffrey Road Park and Ride	I-5 @ Jeffrey Rd, Irvine
8	Light of Christ Lutheran Church	18182 Culver Dr @ Sandburg Wy, Irvine
9	University Park and Ride	SR-73 @ University Dr, Irvine
10	Laguna Hills Transportation Center	Paseo de Valencia @ Los Caballeros, Laguna Hills
11	Saddleback Valley Community Church	El Toro Rd and Portola Pkwy, Lake Forest
12	Grace Community Church	26052 Trabuco Rd, Lake Forest
13	West ED	4655 Lampson Av, Los Alamitos
14	Alicia Park	23682 Via Linda @ Alicia Pkwy, Mission Viejo
15	Newport Beach Transportation Center	Avocado Av @ San Joaquin Hills Rd, Newport Beach
16	Lincoln Park and Ride	SR-55 @ Lincoln Av, Orange
17	I-5 at Junipero Serra	I-5 @ Junipero Serra Rd, San Juan Capistrano
18	I-5 at Junipero Serra	I-5 @ Junipero Serra Rd, San Juan Capistrano
19	Good Shepherd United Methodist Church	8152 McFadden Av, Westminster